



The Youth Premium

A Targeted Entitlement



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About the National Youth Agency

Youth workers transform lives. National Youth Agency (NYA) is the national expert and development organisation in youth policy and youth work, supporting those who work with young people in England with a particular focus on local government and their partners.

Our focus is youth work and we believe strongly that by investing in young people's personal and social development they are better able to live more active and fulfilling lives. We support those involved in the planning, commissioning and delivery of young people's personal and social development and whose work is concerned with enabling all young people to fulfil their potential as individuals and citizens.

We work in partnership with a wide range of public, private and voluntary sector organisations in seeking to secure better policies and outcomes for young people. We work with, and through, the sector to create an influential set of products which help organisations and practitioners to deliver more effectively to young people and improve the quality of practice. We are also involved in developing tools to support the demonstration of the impact of youth work approaches on outcomes for young people and in securing new resources for the sector through private sector engagement.

Introduction

This paper sets out the National Youth Agency's call for investment in youth work. While most young people live full and enjoyable lives, there is a persistent and deep-seated minority that needs extra help. The NYA is therefore calling for the government to introduce a Youth Premium. The new premium would secure a targeted entitlement for young people from disadvantaged backgrounds to access free, high quality youth work. It would support the other measures being introduced as part of the government's 'fairness premium'. Youth work helps young people learn about themselves, others and society through self-directed activities that combine enjoyment, challenge, learning and achievement. It enables young people to participate and achieve in education or training, increasing young people's sense of self-esteem and aspiration and complements young people's formal, academic, or vocational education and training.

Policy environment

In October 2010, Nick Clegg delivered a speech focused on social mobility and improving chances, announcing over £7 billion to be spent over the spending review period (2011-12 to 2014-15) on a 'fairness premium'. The Fairness Premium covers three main strands:

- Pre-school education: 15 hours entitlement per week for all disadvantaged two year-olds, amounting to £300 million a year by 2014-15.
- Pupil Premium: to offer targeted help to every pupil eligible for free school meals
- Student Premium to break down the barriers that prevent poorer young adults from entering university.

Extract from Liberal Democrat Manifesto 2010:

"We will...increase the funding of the most disadvantaged pupils, around one million children. We will invest £2.5 billion in this 'Pupil Premium' to boost education opportunities for every child. This is additional money going into the schools budget, and head teachers will be free to spend it in the

best interests of children."¹

The Pupil Premium is extra funding targeted at deprived pupils in order to narrow the gaps between them and their non-deprived peers. The premium is based on children who are eligible and claiming free school meals. For 2012/13 it was announced that the premium would include not only those registered for that year but also extend to any pupils who have received FSM in any of the six years up to and including 2012. Children in care who had been looked after by local authorities for more than six months also qualify for the Pupil Premium and there is a Service Child element for children of parents in the armed forces.

Figures available for 2011 report that over 1.3 million pupils attract Pupil Premium funding (19% of all pupils). It is estimated that over half a million additional children will also qualify for the premium due to the eligibility being extended in 2012/13 to cover any of the six years up to and including 2012. Total funding available for Pupil Premium was £625m in 2011/12 and is £1.25b in 2012/13. The Pupil Premium is now worth £619 per eligible pupil and will increase to £900 in 2014/15.

¹ http://www.libdems.org.uk/our_manifesto.aspx

The Youth Premium: why the need for youth work

There is a strong and robust evidence base which highlights the vital role that young people's social and emotional development (known as soft skills) plays in improving the lives of young people, including their educational attainment, employment, behaviour and health. The Young Foundation's Outcomes Framework, produced on behalf of the Catalyst Consortium, illustrates that capabilities such as resilience, communication and negotiation are also increasingly being cited as foundations of employability. The Framework shows that focusing on building social and emotional capabilities typically have a greater long term impact than those that simply focus on reducing the 'symptoms' of poor outcomes for young people.

Positive for Youth, the Government's youth strategy, talks about the importance of personal and social development – stating that every young person should 'have the opportunity to reach their full potential in their personal and social development – through opportunities for personal challenge and responsibility, including work experience, and relationships with adults they trust that help them develop the character, qualities and capabilities that they need to learn, build relationships, make informed choices, and become employable'². An evaluation of the impact of youth work carried out by De Montfort University found evidence of tangible outcomes for young people attributed to youth work including re-engaging with education and reducing drug use.³ It found that there is also a wider impact in the community, often opening up the way for young people to access more opportunities and interact with other sectors within the community. When connected with the

community we know that youth workers act as an enabler, bringing young people into contact with services that can provide help to them.

We also know that some of the most serious problems facing young people have a shared set of risk factors including poverty, disengagement from school, problem behaviour et al. While these factors do not automatically predict problems in later life, the evidence does prove that this is more likely to be the case. Research outlined in Positive for Youth shows that young people displaying four or more risk factors at age 16 or 17 are eight times more likely to not be in education, employment or training at age 18 or 19, compared to those displaying no risk factors at this age.⁴

We know that many of these problems in adolescence can have a long-lasting impact. For example, over 15% of young offenders have a statement of special educational needs compared to 3% of the general population⁵. Similarly, early drug or alcohol use amongst young people is associated with significantly increased risk of drug or alcohol dependency or further problems as an adult. Half of all people with lifetime mental health problems first experience symptoms by the age of 14 and three quarters before their mid-20s.⁶

The National Youth Agency believes that good youth work delivered through Youth Premium funding will enable young people to develop holistically, facilitate their personal, social and educational development and reach their full potential. The Government's commitment to the Pupil Premium is significant but its principle focus

of improving educational attainment does not go far enough for many marginalised young people.

The recent Ofsted report into use of the Pupil Premium has presented a mixed picture of usage – with many schools using the funds to cover shortfalls in their budgets.⁷ However, even when it is being used innovatively we believe that it falls short of the mark. Head teachers work extremely hard in ensuring that those young people in

receipt of free school meals have access to the best support possible. However, they cannot be responsible for what happens to those young people outside the school gates. We know that approximately 85 per cent of a young person's waking life is spent outside the classroom. Only by a substantial investment in youth work will we see the attainment of the most disadvantaged young people truly improve both in the classroom and in our communities.

² <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth>

³ <https://www.education.gov.uk/publications/eOrderingDownload/RR606.pdf>

⁴ http://planipolis.iiep.unesco.org/upload/Youth/UK/United_Kingdom_Positive%20for%20youth.pdf

⁵ http://planipolis.iiep.unesco.org/upload/Youth/UK/United_Kingdom_Positive%20for%20youth.pdf

⁶ http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_124058.pdf

⁷ <http://www.ofsted.gov.uk/news/schools-should-ensure-all-pupils-achieve-their-best-0>

Why we should invest in the Youth Premium

There is a substantial evidence base of the cost of long term disadvantage. The University of York for example identified that the lifetime costs of being NEET (not in education, employment or training) as £12 billion for the 16-18 year old cohort. When considering the 'resource costs' associated with being NEET – losses to the economy and to the individual and their families resulting from NEET – the figure rises to just under £22 billion. This equates to figures of £56,300 and £104,300 per individual respectively.⁸ But these are simply the economic costs, and do not take into account the social costs. For example young NEET men are three times more likely to suffer from depression and five times more likely to have a criminal record than their peers.

There is a growing evidence base of the value of programmes using youth work approaches to tackling issues that have high long term costs. Research conducted by the New Economics Foundation (NEF) using a social return on investment (SROI) approach to measure value in services for young adults argues that by supporting these young people, £3.2 billion in potential value could be generated. This is made up of:

- £1.3 billion to the young people themselves (through reductions in their drug misuse, increased employment and overall independence)
- £490 million for young parents and their children from being more in control of their lives
- £1.4 billion for the state over five years, for example as a result of more young

people being in jobs and there being fewer demands on emergency services and mental health services.

New Philanthropy Capital, investigating the value of sport in tackling youth crime makes a clear case in investment in sports projects which can engage young people in wider programmes of education and support and divert them from crime. Examining three programmes, NPC found that between £3 and £7 value for the state and local community is created for every £1 invested.⁹

An Audit Commission study found that early prevention through low-cost interventions can bring large savings, for example £4,000 of short-term support to a teenage mother can be repaid twenty times over through net lifetime tax contributions. The same successful intervention can reduce public service costs by nearly £200,000 over a lifetime.¹⁰

This is very apparent within the youth justice sector. In the year ending March 2010 there were just under 113,584 young people who were given a reprimand or final warning, convicted at court or released from custody. Just over 37,786 (33.3%) reoffended. This costs the State over £4 billion a year.¹¹ However there are real savings for those at risk of offending who attend diversionary activities. For example, the independent evaluation of the Youth Inclusion Programme found that over the first three years of the programme, projects engaged 73% of targeted young people, and arrest rates went down 65%, compared to a reduction of 44% for those young people not engaged. Gravity of offending also went down.¹²

How it would work

- As with the Pupil Premium, eligible young people will be those aged 13 to 18 who have been entitled to free school meals at any point in the last six years.
- The programme will be funded through central government and administered through local authorities. Local authorities would provide the quality assurance role for local provision, provide targeted information to their constituents on approved activities and be expected to publish the impact of Youth Premium expenditure on an annual basis.
- Young people will be able to attach themselves to one approved youth work provider and could change providers on an annual basis. Providers would have local discretion on how they spend the funds, but they will be held accountable by the local authority in showing how the money has improved the outcomes of those young people in receipt of free school meals.
- The range of providers available within a local authority will vary dependent on the local situation. It is expected that all appropriate services already commissioned by the local authority would be included on the framework of providers. We would also expect other organisations such as uniformed groups to be considered.
- On 1 April each year providers will receive half of the value of the premium for each attached eligible young person. Where eligible young people remain attached for a period of six months, the remainder of the premium will be paid.
- We would expect funding to come from central government departments. We do not believe that it is our role to highlight specific funding streams. However we believe that the Youth Premium should be funded primarily through the Department for Education. There is a strong case for funding from other departments to be included. We suggest that funding for preventative work within the youth justice system which is not currently ring fenced could be better used channeled to children and young people's services via the Youth Premium.
- An alternative option for funding the Pupil Premium could be to redirect those funds allocated for the increased Pupil Premium for 2014/15 (from £619 – £900) to the Youth Premium. This would represent **a total fund for the Youth Premium of £127,652,118, equating to £281 a person.**

⁸ http://www.york.ac.uk/media/spsw/documents/research-and-publications/NEET_Final_Report_July_2010_York.pdf

⁹ <http://www.philanthropycapital.org/publications/education/sport.aspx> ¹⁰ <http://www.audit-commission.gov.uk/SiteCollectionDocuments/AuditCommissionReports/NationalStudies/NEETsAgainsttheodds.pdf>

¹¹ <http://www.justice.gov.uk/statistics/youth-justice/statistics>

¹² <http://www.justice.gov.uk/downloads/youth-justice/prevention/TowardsAYouthCrimePreventionStrategy.pdf>

How many young people would be eligible for the Youth Premium?

If we adopt the same principles as those for the Pupil Premium it would include those aged 13 to 18 who have been entitled to free school meals at any point in the last six years. We have obtained data from DfE on the number of young people aged 13-18 eligible and claiming free school meals at any point in the last six years

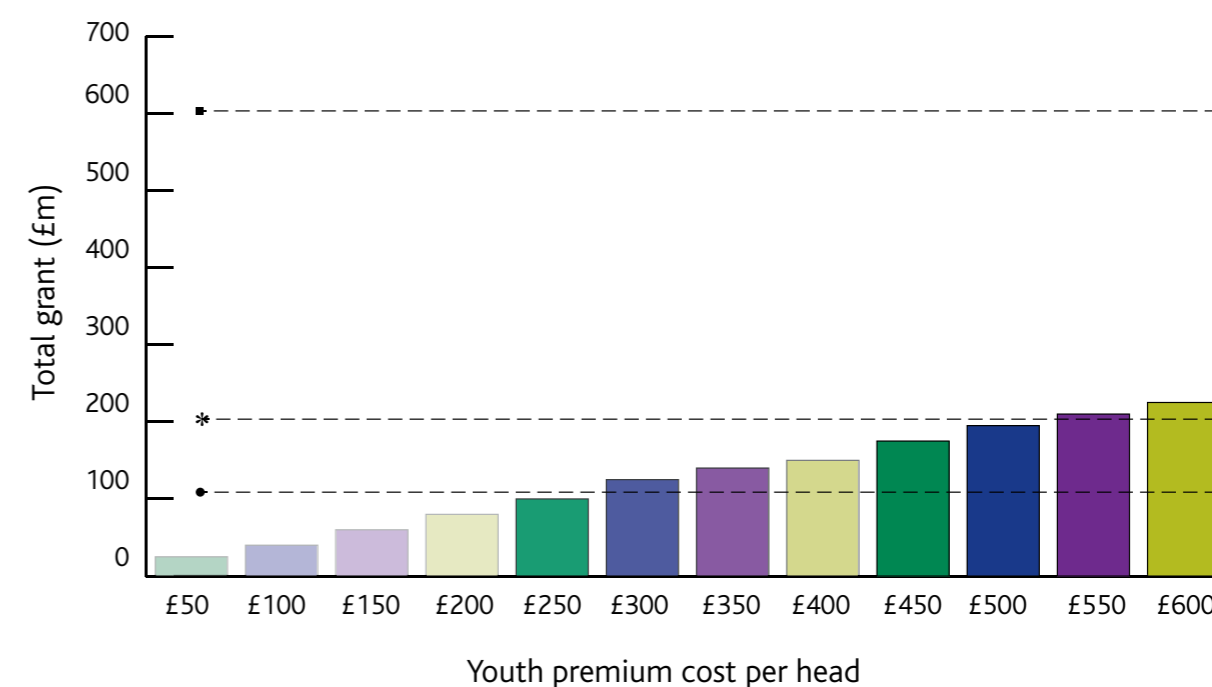
Fig. 2: An illustration of the number of young people aged 13 to 18 who were known to be eligible for and claiming free school meals at any point in the last six years (data from January 2011 and FSM history on all School Censuses since 2006)

	No. known to be eligible for and claiming free school meals	% (of pupils on roll) known to be eligible for and claiming free school meals
Aged 13	158,475	27.2
Aged 14	149,856	26.1
Aged 15	144,920	25.0
Aged 16	935	25.1
Aged 17	83	36.1
Aged 18	10	26.3
Total aged 13 to 18	454,278	26.1

How the costs compare

The following table models the cost of a Youth Premium, based on the number of pupils aged 13-18 known to be eligible for and claiming free school meals at any point in the last six years (454,278).

Fig. 4 Illustrative cost of a Youth Premium for 454,278 pupils aged 13 to 18



- Estimated cost of youth unemployment at its current levels in terms of taxes foregone in 2012 (£600m)
- * Youth Justice Board total custodial services budget for 2012/13 (£232m)
- Estimated cost of National Citizen Service for 90,000 16 year olds by 2014 (£110m)

References

Estimated cost of youth unemployment at its current levels in terms of taxes foregone in 2012 (£600m)

http://www.cesi.org.uk/sites/default/files/event_downloads/ACEVO_report.pdf

Youth Justice Board total custodial services budget for 2012/13 (£232m)

<http://www.justice.gov.uk/downloads/publications/corporate-reports/yjb/yjb-corporate-plan-2012-13.pdf>

Estimated cost of National Citizen Service for 90,000 16 year olds by 2014 (£110m)

<http://www.cabinetoffice.gov.uk/news/government-open-multi-million-pound-market-deliver-national-citizen-service>



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About the National Youth Agency

The National Youth Agency works in partnership with a wide range of public, private and voluntary sector organisations to support and improve services for young people. Our particular focus is on youth work and we believe strongly that by investing in young people's personal and social development, young people are better able to live more active and fulfilling lives.

Working with young people, we advocate for more youth-friendly services and policies. We have four themes:

- Developing quality standards in work with young people
- Supporting services for young people
- Developing the youth workforce
- Promoting positive public perceptions of young people.

We deliver our work through training and consultancy, campaigning, publishing and online communications. Through our activities we want to ensure that young people have a strong voice and positive influence in our society.

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